CITY OF SCARBOROUGH

ORGANIZATION REVIEW

JANUARY 1991

ORGANIZATION REVIEW

INTRODUCTION:

In late 1989, William Mercer Consultants, in consultation with Westcott Thomas & Associates Ltd., presented a report to Scarborough Council on a system of management for local government. The report recommended adoption of the City Manager system and consideration of changes to standing committee and administrative structures. Council adopted the recommendation to hire a City Manager who was subsequently appointed in April, 1990.

As part of his mandate, the City Manager was directed to review and assess the current administrative structure and to report findings and recommendations to Council.

BACKGROUND:

Scarborough is a large, growing municipality facing increasingly complex issues related to growth and development, public demand for services, concern with rising taxes, and emerging social issues in a large urban municipality. The organization needs to evolve to better address these issues and to provide more effective service delivery.

Reviews have been undertaken of the current organization structure and personnel as they relate to providing service to the public and Council, with an emphasis on reviewing each department's mandate and focus. Other local government organizations were also analyzed and changes examined as to their impact on service delivery.

Commissioners were asked to provide input as to alternative approaches and advice on organizational restructuring. They were generally of the opinion that some changes should occur.

This process of consultation and review was undertaken in conjunction with a number of initiatives to energize and improve management effectiveness within the City. Such initiatives include:

- Corporate Strategic Planning Program involving Council and senior staff
- regular Department Head meetings to focus on corporate issues and objectives
- continuing focus on functional team meetings at the department level
- establishment of a Management Coordinating Committee
- development of an excellence program focusing on customer service and employee input
- development of inter-departmental task forces to deal with corporate issues.

I believe that the steps taken will in the long term improve efficiency, productivity and customer service within the administration. Also, progress has been made and actions taken to provide better advice, policy coordination and improved communications with Council.

ORGANIZATIONAL CHANGE OBJECTIVES:

While the objective of any organizational review is to improve efficiency and effectiveness of service delivery, other improvements address a reduction in reporting relationships to the City Manager and a flattening out of the hierarchy below the department head level. These changes will also facilitate attention to customer service and corporate vision, strengthening of the Management Team, and resolution of succession planning issues related to pending retirements at the senior management level.

The organization streamlining will also assist in furthering the partnership between Council and the Administration in developing corporate strategic planning goals and objectives with improved management systems and processes. These changes will hopefully be conducive to a more positive management of issues through more effective planning and improved Council/Staff relations.

COMMITTEE STRUCTURE:

The report does not address any changes to the existing Committee sructure. However, subject to Council's approval in principle of the reorganization concepts, a further report outlining appropriate changes , if required, will be prepared for consideration following the Election in the fall of 1991. No changes are recommended in the Committee Structure at this time.

PROPOSED CHANGES:

Most operational units are left intact within the current structure with some being relocated to other departments or to new corporate functions. It is proposed that following acceptance of this report by Council, each department will undertake an internal organization review with specific objectives to reduce or consolidate levels of management, respond to succession planning concerns, simplify administrative structure processes and focus on new mandates of efficient, effective delivery of quality service.

It is anticipated that significant cost savings will be achieved in the long term through the integration and realignment of service delivery. Specific details will be provided in the individual departmental organization reviews to follow over the next several months.

The current organization structure is shown in Appendix "A" and the proposed structure in Appendix "B". A summary list of changes is shown in Appendix "C".

It should be emphasized that the proposed restructuring, while contributing in a major way to the more effective management of resources, is not necessarily final and complete in terms of an optimum organization. It is anticipated that as further changes occur in mandate and personnel, further adjustments may be necessary. The City Manager will undertake to evaluate and to report back to Council as required.

ADMINISTRATIVE STRUCTURE:

The City Manager will now have seven department heads report to him. The seven departments are:

Corporate Services
Finance & Management Services
Fire
Health
Planning & Development
Recreation, Parks & Culture
Works & Environment

The Clerk's, Law and Economic Development departments, along with the City Auditor, will report directly to the City Manager as staff functions. It is anticipated that a further review of these functions will be undertaken at a later date to determine the feasibility of incorporating these responsibilities within other departments.

The Library department will continue to report as currently required by legislation. It is proposed that changes be sought in the relevant legislation to allow for direct reporting through the City administration.

The timing of future changes will take place as the City Manager monitors the activities of the Corporation and recommends the appropriate timing for reorganization to Council.

DEPARTMENTAL OUTLINES:

CORPORATE SERVICES

The Department will provide consolidated corporate services within the City. These include:

Human Resource Services
Administrative Services
Public Relations & Communications
Community Relations & Social Development
Civic Centre Operations
Real Estate Services
Animal Centre

The current Personnel Department will be restructured within a Human Resources Division, retaining its previous functional mandate. Most importantly, the HR function will direct and coordinate corporate human resource strategies and programs (eg: the excellence program) and provide the leadership on human resource issues to the administrative and political levels. Successful organizations recognize that the management of human resources is one of the most challenging, complex tasks facing employers in the 1990's and that the HR function should report to the highest level in the administration. I agree with this approach in principle and will review the positioning of the function should a change occur in the incumbency of the proposed Commissioner, Corporate Services. In the meantime, my

recommendations regarding the staffing of the Commissioner, Corporate Services position will ensure that the Corporation is provided with the required leadership in this field.

Public Relations & Communications

Communications encompass both external and internal communications, media relations, tours, reception and protocol, corporate advertising, image and graphic services. Existing resources in these areas will be transferred from Finance, Clerk's and Planning departments, subject to the detailed, functional organization reviews.

Real Estate Services

The Real Estate Division will be transferred from the Economic Development Department to the Corporate Services Department, thus assuring a coordinated corporate approach to the issues of purchasing and selling of municipal lands.

Animal Centre

The transfer of the Animal Centre from the Buildings Department will be phased-in over the next year subject to review and evaluation of personnel and other issues.

Administrative Services

The existing Purchasing Division in the Finance Department will be reassigned to the Corporate Services department along with Central Switchboard, the Resource Centre and Central Records. Civic Centre operations will be assigned to this Division.

Community Relations & Social Development

A new function related to Community Relations and Social Development will be established with appropriate transfers of existing resources from other departments, i.e., Clerk's, Planning and Personnel.

FINANCE & MANAGEMENT SERVICES

The Finance and Management Services Department will focus primarily on budget, accounting, tax collection, investment functions, and management services as well as the delivery of computer systems services. The Purchasing function and all its related services are transferred to Corporate Services while the Auditor will report directly to the City Manager.

PLANNING & DEVELOPMENT

This new department will be responsible for land use planning, long-range transportation planning, building permits issuance and review and property standards. A further review and evaluation of the responsibilities for building and fire code safety matters will be undertaken to determine the appropriate functional disposition of this activity. In the meantime, the current arrangement with the Fire Department will continue.

The Department will place a special emphasis on property standards enforcement with a commitment to a more proactive and results-oriented approach.

A further review of the planning activity with the objective of streamlining will be undertaken as a priority, subject to receipt of the report from the Task Force reviewing the development process in the City of Scarborough.

RECREATION, PARKS & CULTURE

This department has been renamed to provide for greater emphasis and focus on the emerging cultural needs of our citizens.

Consideration was given to a restructuring and transfer of current departmental functions. However, given the high profile of the Department's activities, and the significant dollar investment in its operations, it is recommended that an independent organizational review be undertaken and completed within a five-month period. The terms of reference and costs for such a review will be the subject of a further report by the City Manager and Commissioner of Recreation, Parks & Culture.

WORKS & ENVIRONMENT

This department integrates the Works and Maintenance & Construction departments. Planning, design and construction of City buildings and facilities, and maintenance and fleet management will fall under this department.

A new emphasis on the City's leadership role in environmental concerns will be established with a coordinated approach to City activities related to environmental issues.

As with the other departments, the Commissioner and City Manager will be reviewing and evaluating organizational changes to effect the integration of the two departments and to streamline the operations. It is anticipated that consolidations and improvements will be identified with potential cost savings in the short term. Further reporting to Council will take place as soon as possible.

LIBRARY, FIRE and HEALTH DEPARTMENTS

These departments are not impacted by this review. However, as indicated previously, consideration will be given to reviewing the reporting relationship of these functions pending legislative changes.

CLERK'S DEPARTMENT

This function has been restructured with the transfer of administrative services, i.e., Central Switchboard, Communications, Chapel, Resource Centre and Central Records.

The Clerk will now report directly to the City Manager as a staff function responsible for licensing, Council and Committee reporting and elections.

ECONOMIC DEVELOPMENT

This department should have a clear mandate to market the City and assist business and industry to expand. A priority for the new Commissioner will be to prepare and present a revised mandate and economic strategy for the Department.

While the Department will retain a research capability, Real Estate services and the Land Development function will be transferred to Corporate Services and to the Law Department respectively.

It is proposed that this Department report to the City Manager as a staff function.

LAW DEPARTMENT

The Law Department is not impacted in a major way by this review. As a staff function reporting directly to the City Manager, the Department will assume responsibility for the Land Development function previously located in Economic Development. The Department will also be responsible for the legal aspects associated with the Freedom of Information Act and subject to the approval of a report to be submitted shortly by the City Manager.

CONCLUSION:

This reorganization will be phased-in over a period of time (2 -12 months) and will not result in major disruption to the positions of most employees within the City other than reporting relationships for the section or division heads. Where changes do occur in the work environment, there should be an improvement in the work focus and flow that should benefit both the public and our employees.

It is my opinion that this redesign of the administrative structure will result in better long-range corporate planning with improved decision-making, increased productivity and better communication.

RECOMMENDATIONS:

1. That Council approve in principle the proposed organization structure.

2. That the following positions be established at current Salary Grade 101 ($90,815. - $113,519.) and appointments approved:

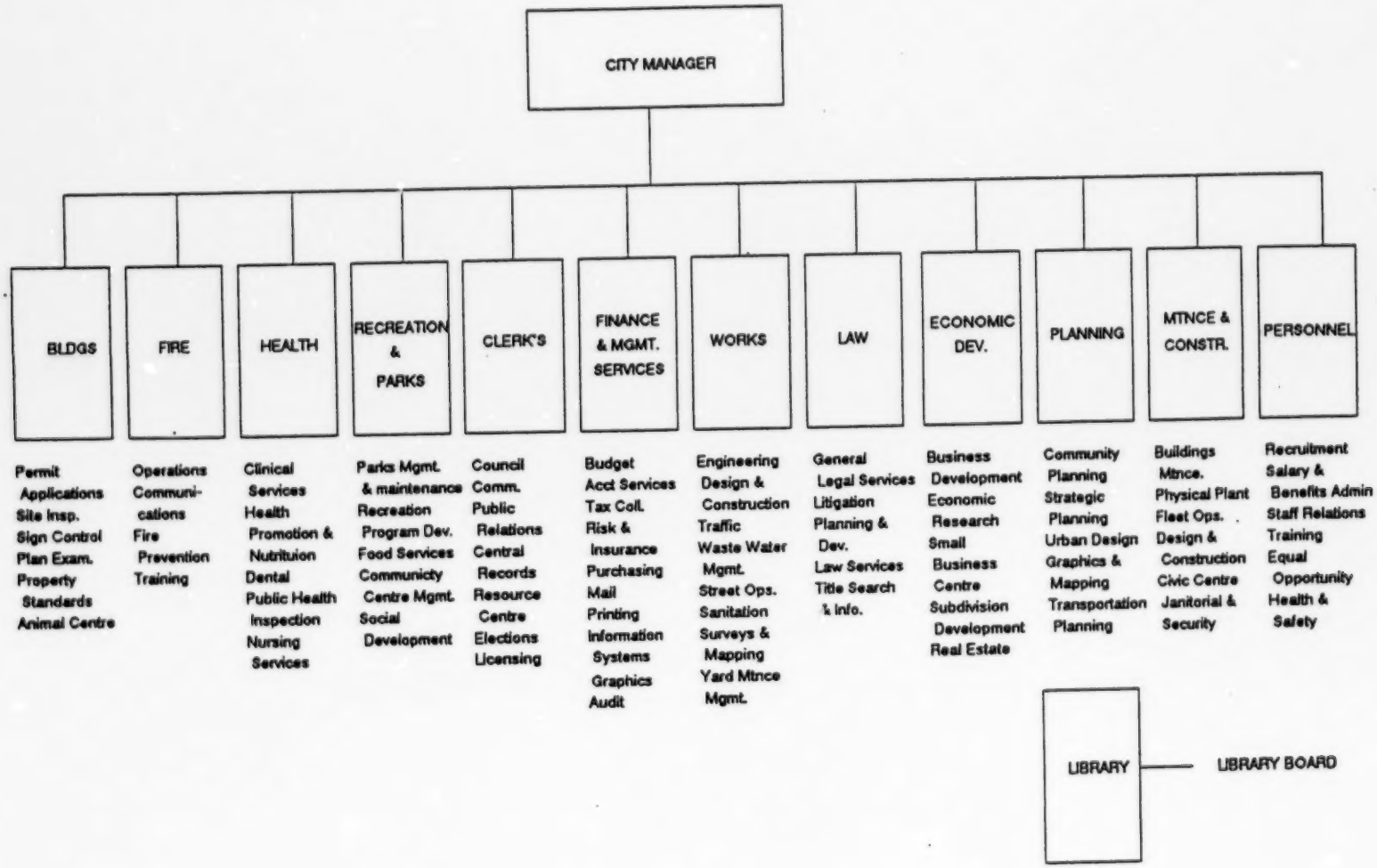
Commissioner, Works & Environment	- Mike Price
Commissioner, Planning & Buildings	- Peter Poot
Commissioner, Corporate Services	- Jacqueline Campbell

3. That the City Manager undertake a process to address senior staff issues arising out of the reorganization and to report back as appropriate.

4. That all departments and the City Manager undertake detailed organization reviews and report to the Administrative Committee within the next 2 - 5 months.

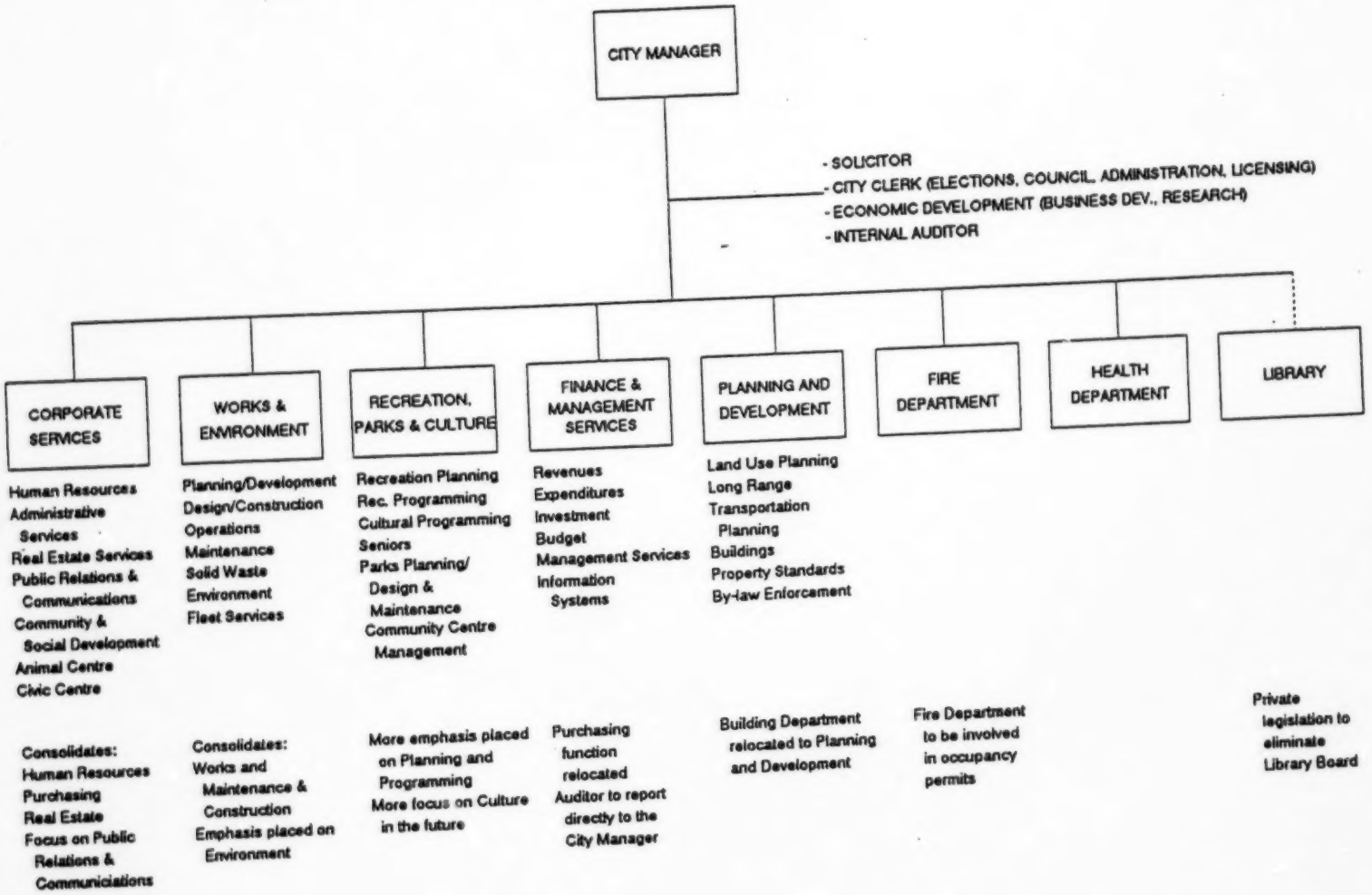
APPENDIX A

CITY OF SCARBOROUGH
CURRENT ORGANIZATION STRUCTURE (ADMINISTRATION)



APPENDIX B

CITY OF SCARBOROUGH
PROPOSED ORGANIZATION STRUCTURE (ADMINISTRATION)



APPENDIX C

SUMMARY OF ORGANIZATIONAL CHANGES

ORGANIZATIONAL UNIT/ FUNCTION	FROM	TO
Personnel		Corporate Services
Purchasing Division	F&MS	Corporate Services
Communications Division	Clerk's	Corporate Services
Graphics services	F&MS/Planning	Corporate Services
Real Estate Division	Economic Development	Corporate Services
Animal Centre	Buildings	Corporate Services
Resource Centre	Clerk's	Corporate Services
Central Records	Clerk's	Corporate Services
Civic Centre operations	M&C	Corporate Services
Community Relations and Social Development	Consolidated in	Corporate Services
Land Development Division	Economic Development	Law
Internal Audit	F&MS	City Manager
Maintenance & Construction Department integrated with Works Department to become		Works & Environment
Recreation & Parks Department	renamed	Recreation, Parks and Culture
Buildings Department integrated with Planning Department to become		Planning & Development